

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

MEMBERS' FIFTH ANNUAL CONFERENCE  
(August 27, 1961)  
"THE ADMINISTRATION AND THE CITIZEN"  
Paper by  
N.H. Athreya 2/51

One aspect of THE ADMINISTRATION AND THE CITIZEN is 'The citizen and the administration'.

The average citizen is both willing and anxious to make his humble contribution to the common objectives of the Nation - economic, social and other objectives.

Does the Administration make it easy for the citizen to do this? How far is it true to say that the Administration is really making it difficult for the citizen to do this?

The work 'Administration' makes sense only when we keep in mind the human content of Administration - the people that make it, and their attitudes, values, their sense of objectives their sense of urgency and their sense of the implications of what they do and how they do.

In this paper, I shall make reference to only a few of the facets. It is true that in a huge set up like ours, it is difficult to go by the spirit of the law; the Administration will have to go by the letter.

This, however, puts a premium on the clever devil. The ultra-selfish and the anti-social elements as also the highly organised ones either achieves proficiency or hire proficient people to get by - in the process defeating the common objectives of the Nation at times.

The citizen who is not well-versed in the letter of the law and the citizen who cannot hire help gets handicapped: he is unable to make his contribution: the Administration stands in the way, though not deliberately.

The Administration does produce literature for the citizen but it is done in such an impersonal manner that the purpose of serving the average citizen gets defeated. The gobble-de-gook language, the out-of-stock and we-dont-care-

what-is-said-in-a-publication attitude are some of the things worth mentioning. Why not get a good journalist write it all in readable language and publish it in all the newspapers a serial, a citizen fails to understand.

The first step the Administration should consider so that the average citizen may do the things that are expected of him in the way it is expected of him is to help him with generous and ready-for-use information.

The second facet of this aspect refers to the way the average citizen is treated by the average administrator. One gets the impression the citizen is not treated with common courtesy, understanding or helpfulness. One also gets the impression that to move the Administration one should be backed by big money and all that it can do.

The citizen outside an office and the citizen inside an office are both citizens with different roles but with common aims: this situation did not obtain in 1946 and understandably; and this situation does not obtain in 1961 and this is not understandable.

The third facet is that the Administration being impersonal is impersonal. The average citizen does not see in the Administration a sense of urgency. Time is the essence - of achievement; and achievement is what the average citizen seeks because only achievement will raise the general standard of living, including his own.

When the citizen feels a sense of urgency and the Administration does not, one wonders whether the existing Administration set up trends are conducive to achievement.

The final facet I wish to touch upon is the worm's eye-view the Administration tends to take and the hill-top view the citizen is urged to take. The average citizen gets the impression that he is dealing not with one Administration but scores of Administration all at cross purposes with each other.

If the Administration takes a whole view of any problem instead of that little section that affects his day-to-day work, in other words, if the Administration is citizen-centred and achievement-centred, the picture will become much brighter overnight.

I submit the average citizen is prevented from making his contribution to the Administration today and this is done by the Administration itself. May be, not deliberately but in effect. The Administration should turn the searchlight on itself.

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# INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

## Members' Fifth Annual Conference

(August 27, 1961)

### "THE ADMINISTRATION AND THE CITIZEN

(THE POSITIVE APPROACH)

by  
C.L. Sharna

I hail from an educational institution. We as teacher-administrators have come to realise that the administrative organization in schools should include as part of our executive the pupils themselves- the children that are administered should form an integral part of the administration. We respect the personality of the child and endeavour to manage affairs in such a manner that he may not, even for a moment, feel alien to the authorities. We take him into confidence and try to sublimate his instincts rather than thwart his efforts. We trust him and give him responsible jobs.

With this I have already introduced my topic and proceed to ask: "Do we have the same positive attitude everywhere in the country's administration?" and, "Is it not the right approach?" The principles of Social and Moral evolution have long been accepted to be different from those of the mere biological evolution. Man, as he rose from the beast, might have been goaded and guided by the physical checks and difficulties that nature put upon him, but as societies have formed and governments constituted he has been more and more fascinated by spiritual values. Along with the fulfilling of his biological needs he has also learnt the value of love, sacrifice, justice, freedom, equity, equality and so on. He has come to realize the spark of that celestial fire within him which is source of true well-being and perfection. Evolution is the gradual unfolding of the inner grain in us, and, at the stage of man, this 'grain' best develops by creating a suitable environment for its growth and development, and not by modifying the 'grain' itself in meeting the demands of the environment. The 'self' in man becomes a 'value'. It has to be respected and upheld.

#### REVIEW OF PREVAILING CONDITIONS :-

Democracy in our country, as in others, has been a step in this direction and it is a right step. But, in India, what we find is that we only have a half-hearted democracy. We give a right to the citizen by one hand and snatch it away

by the other. We profess to be governed by the people, but in fact the people are only governed and not allowed to govern at all. Why else should men sit on judgment over others and treat them as beasts-driving, cajolling and putting them behind the bars. Do not those, who govern in this country, regard the public as a set of scoundrels' fittings to be curbed and coerced at each step? Do not yet they make laws only to catch and punish? We have not yet shaken off the old suppressive principles and traditions of government that seem to be with us as a legacy of the British rule. The British were foreigners and, as such, had objectives and aspirations very different from those that we should have as a free and democratic nation. The British administration was, of necessity, based on fear and distrust. Partly due to their psychological make up and partly to gain certain political motives, the Britishers could never have faith in the Indians and they infused them with the same attitude for purposes of administration. They being born and brought up in a Darwinian atmosphere thought it most efficacious to exploit the instinct of fear in man and rule by the rod. They did not mind the mortification of the soul within man - rather they hardly believed in any soul in man - and indulged in all sorts of suppressive and coercive activities. The undaunted spirits among the Indians startled and disappointed them on many an occasion, but, yet they trained their officers and law-makers to go by the primitive rule of 'check and punish'.

POSITIVE APPROACH :-

I presume there is no lapse of concurrence of opinion on the point that such an administration is detrimental to a sound development of mind and character. Instead, if we have a positive approach the citizens would develop to ennobling heights. In the place of fear and distrust, let us have faith and love. Let the administrators not be mere checkers of sin and crime, rather let them exploit the goodness in 'man' - the citizen. Let them not over-awe and frighten the people under them; rather let them elevate the 'spirit' in them. Every man - citizen for the purpose of this paper, is a man first and a thief, a burglar a rioter or a miscreant afterward. So let us attend to his first needs first. And if we have faith in the idea that man carries a spark of the Heavens within him, there is hardly any room for coercion and violence against him. On the contrary he stands in need of love, embrace and positive guidance. Let him have the scope for his activities, good or evil, and let him develop into the dimensions of his own free choice. Let him not be afraid of the rod of the rulers. Let him not have obstacles in his path save those

that come by way of natural consequences.. The laws of the country should help the 'good' in man rather than check the 'evil' in him. The laws thus framed should be put at the top of everything and men should pass through ordeals to follow them. The citizen, on his part, should respect 'the law of country' as he does the God within him. He should realize the God within him on an equal basis with others. Let him be the member of a 'Kingdom of ends'.

#### DIFFICULTIES :-

Such a scheme might seem utopian and impracticable in the world of to-day, if difficulties of implementation are left unconsidered and apprehensions go unheeded. Taking a lead on me, some one of you may stand and say that if the police are withdrawn from their checking operations soon there will be broad day-light loot and murder at every corner of the streets. To this I answer that 'broad day-light loot and murder' has not stopped inspite of our hundreds of years of police and their checks. Thefts and murders have their causes which our punitive laws do little to check and stop. Most of them have a psychology behind them and it is best to treat them psychologically. To be free of criminal violence 'man' must be free of emotional stress and economic distress. Remove this stress and this distress and do not enhance any of them by putting checks and controls. Do not antagonise the spirit in man. Rather take him into confidence and sublimate the beast in him.

Some others of you may ask! " If there is none to examine our tickets in the trains how long will it be before they go bankrupt and close down business?" Then, I will do well to remind that in some foreign countries news-paper Stalls are left without sellers to receive and count the money, people come, deposit the price and have their papers, and yet none of these stalls has gone bankrupt so far. It is the national character that has to be raised through precept and example. Else we may go on being vigilant and yet being deceived for an endless period of time.

Offences like tresspassing, adultery, violence and riotism have their roots in primitive barbarism and ignorance of enlightened life and behaviour. Meet them with social and moral education in schools and by means of didactic shows, performances and journalism. Educate the masses in the forms of good behaviour and imbibe them with the spirit of love and tolerance. Bribery and adulteration in food and medicine are based on greed and a false sense of the value of money and wealth. Honour the poor in money,

place him even higher than the rich if they have qualities otherwise useful and beneficial, and, the evil of amassing and the craving for wealth will disappear and with it offences connected with it will also be remedied.

You might yet accuse me of being all too theoretical in my paper and of having evaded practical suggestions to meet some perplexing situations and, mere so, of declining to prescribe specific duties to different constituents of the administration and the society in general. In response, I, firstly, hold that theory goes first and practice afterwards. Even the most bizarre pieces of art have had some crude thoughts behind them. Men have always thought first and acted only afterwards. Secondly, if the general principles are sound specific ways and means can always be deducted from them without there ever being chances of going wrong or astray. It is foolish to judge rules by the results. Practice very often lags behind; but if we have to enable our practice we should not be reluctant to go on and on with our theories. Our basic assumptions being sound, it is reason alone which can immediately and by itself prescribe particular modes of conduct in the field of administration or any other field for the matter of that. Our basic assumption in advocating and adopting a positive attitude in administration is that 'man is essentially good'. It is his environment and the circumstances that make him 'evil'. So, check and control the environment, mould the circumstances rather than suppress the 'person' and coerce the 'spirit'.

I do not claim to have put in this paper some very original and novel ideas. I believe people already know and have faith in most of them. But they also have doubt and apprehensions lurking somewhere in the recesses of their hearts. They have grave doubts about the practicability of such ideas. They are half heartedly following them and putting them to practice. Therefore, I have simply reiterated my faith in the principles and also illustrated certain positive measures to meet practical situations.

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Members' Fifth Annual Conference

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"THE ADMINISTRATION AND THE CITIZEN"

Paper by  
D.P. Ghai

## Introduction

Administration in general covers up organization, decentralisation, maintenance of law and order, co-ordination, control, recruitment, training and maintaining of efficiency.

Broadly speaking, Administration means a machinery or the system for doing certain things. Now a question would arise what things are most desirable to be done for the society or who should decide what things are to be done. In fact, in an hierarchical organization, delegation of power and responsibilities are devolved according to the status. There are some who are mainly responsible for making policy decisions and then there are some who execute such decisions.

The conception of Executives first came to India from the time of the East India Company. The Board of Directors of this Company recruited people in England and sent them to India for managing the affairs of their Company according to the policies laid down by them. This legacy continued and we inherited British system of having Civil Servants who would be outside the party politics. The political party in power may change, but the administrative personnel in civil service would continue in office.

Even after the achievement of independence in 1947, the same system of administration continued. As it is, administration is the key to all planning. I would go even a little beyond that and would say that Management and Administration are at the centre of all human affairs, so to say, that all matters connected with the life of the community, all matters which are formulated as policies have to be translated into action and that is the proper field of Management and Administration.

## Democratic decentralization

Our country presents a clear cut picture of democratic decentralization. The central administration has its own well-defined duties and responsibilities, the reason being that the Centre in our country is the centre of planning for the whole country, formulating the policy and rendering all necessary

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financial assistance for the implementation of all projects and plans. Further, there are hundred and one things which a citizen has to take up with somebody or the other in the Government and obviously it is the citizen who is the best judge to notice the progress and failure of the implemented policies and plans of the Government.

On the whole, our present democratic set up of administration has brought out considerable changes in the outlook of the British sponsored official class towards the citizen and the whole administrative machinery has become a part of the national framework. Also experiments are being made of entrusting administrative chores to elected bodies of citizens like the Village Panchayats and the co-operatives. The aim is to create a closer link between the administration and the citizen.

#### Recruitment, Selection and Placement.

The next question involved would be that of recruitment and training. With the shift of the police state to a welfare state, a definite increase in the number of administrative personnel has been noticed, and with the rapid growth of industries, it has all the more become obligatory to find suitable personnel for managing the growing concerns. The present dearth of competent personnel is being badly felt. Scientific methods of recruitment, therefore, is a "must".

Right from the educational institutions and the universities proper training should be imparted according to the aptitudes of the students. Methods shall have to be devised for promoting to higher posts from the ranks. Departmental training will be equally necessary once proper type of personnel are recruited. For efficiency in administration recruitment on the merit system should be the prime factor and the conditions of work should be so created that the personnel remain contented, with the conditions of work in order to get the best out of them.

Reliable methods of recruitment are essential for obtaining the services of a right man for the right job. It is unfortunately far more difficult to evolve reliable methods of recruitment of persons fitted for supervisory responsibilities than for manual or clerical work, since the qualifications required are generally less cut and dry and therefore difficult to estimate. Attempts to apply scientific principles to the recruitment of candidates for managerial positions have, however, been made.

A sound system of selection and placement is based on three inter-connected functions of management, namely, recruitment of candidates for employment, study of jobs and selection procedures. These should normally be under the control of one person, who must be in a position to co-ordinate his work with other aspects of the organization's employment policies. Ordinarily recruitment procedure should be laid out in the following manner -

- a) Inviting of applications;
- b) Filling up of employment forms by the candidates;
- c) Screening of the filled up application forms by a competent impartial board;
- d) Calling of suitable candidates for interview;
- e) Proficiency tests - this could be either practical or theoretical;
- f) Intelligence tests, aptitude and other psychological tests - the main idea of these tests is to reveal the candidate's natural ability and characteristics of temperament. These tests are more or less a "must" with the Defence Service personnel, viz. the army navy and the air force;
- g) Medical Examination;
- h) Testimonials.

### Red Tapeism

The next point which the citizens have every reason to criticise about the Administration is, the delays involved in the transaction of business which is generally known as red-tapeism. For instance, in a business organization it is easier to get sanction for even a major project like sending a staff member to a foreign country for say purchases etc. but in a government organisation even for getting taxi fare it takes days to get the sanction from the financial authorities, as a result of which work suffers.

If observed dispassionately, it will be admitted that the public business cannot ever be done at the same speed as private business. For instance let us suppose that, in a statutory research institution a research worker has to go from Ahmedabad to Calcutta for some research assignment. In the ordinary course he would be allowed to go by first class but for exigencies of work he is immediately allowed to proceed by air, thus saving 6 days of his valuable time in travel, whereas in a similar situation in a government organization under no circumstances he would be allowed to travel by air irrespective of the time involved. This shows the flexibility of private organisations over the

government organisations. In a public enterprise certain laid out rules and procedures have got to be observed and care is always taken that whatever decision is arrived at must be fair and square. Now, in order to eliminate such delays better men and better procedures are required. As previously discussed we have seen that with better methods of recruitment and training better men could be procured. Secondly, more delegation of authority to the lower cadre of personnel will also help. This delegated authority is to be acted at the proper time and without any fear or favour. Further, we may have overlapping delegation of power dealing in one and the same case. A reduction in the number of this type of delegation will not only reduce the time taken to deal with a case but will also lead to a reduction in the total number of administrative personnel. This change will lead to an increase in efficiency though it may not correspondingly reduce the cost of administration since on the other hand we might have to increase the strength of decision-making personnel. Above all, the awareness of the sense of duty is another fundamental factor which is to be ingrained amongst the administrative personnel.

#### Characteristics of poor and good Administration

During the last 14 years of my experience of working for various public and private organisations, I have observed a few salient characteristics of poor and good administration. For example in my opinion, it is a poor administration, where one part of the organization does not know what is going on in the other. In other words, organizations where there is no integration and co-ordination of related works are bound to create confusion among their members. I would also consider it a poor organisation, where people are unaware of modern methods of administration or improvements except within certain professional limits; and lastly those organisations which consider planned programmes of development and training as expensive accomplishments and of doubtful value for their own people.

Here are some of the characteristics of a good administration. I would consider it a good organisation where the structure, the roles and relationships of people are clear-cut, where new functions are carefully planned and implemented without disturbing the equilibrium of the organisation; and lastly where emphasis is given to programmes of employee development as an essential part of effective administration.

Broadly speaking, a good administration centres around seven elements of management:-

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1. Planned objectives;
2. Well-balanced organization;
3. Sound policies and procedures;
4. Qualified personnel;
5. Adequate physical facilities;
6. Performance standard;
7. Appraisal of results;

### On the job training of Executives

Although formal education for the executives is a "must" but then it is not enough. An imaginative administration should insist that all its young and potential executives must participate in comprehensive training in the skills of management and leadership. To begin with, one may have some intensive training for the first line supervisors in terms of their responsibilities and duties, in Company policies and its objectives. It may include some emphasis on human relationships and how to get people to work together. For higher personnel the training may include organization, planning, fiscal accounting, public relations and the legal aspects of administration.

### Conclusion

In summary it may be recalled that our government machinery has a very complicated set up, that it is rigid and many times inflexible. The operations are slow and time consuming and many a times efforts are very much duplicated. On the other hand we see that change dominates the world of today. The environment in which the public and the private institutions work is dynamic. This clearly shows that the administrator of tomorrow must always be alert and capable of adapting himself to the challenges which these changes create and he will be judged how efficiently he serves the day to day problems of the citizen.

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## Members' Fifth Annual Conference

(August 27, 1961)

### "THE ADMINISTRATION AND THE CITIZEN"

by

B.D. DUA

The importance of the role of Administration in the modern states hardly needs any emphasis. The complexities of the modern industrialized and urbanised civilization have resulted in an ever-increasing expansion of the activities of the state, till to-day, we find the state managing almost the entire life of the community. The individualistic state exists nowhere on this globe and the welfare of the community is becoming increasingly dependent on the efficient and honest governmental administration. The state has assumed the role of the governor of the machine of civilization and progress. "If our civilization fails", observes Prof. W.B. Donham, "it will be mainly because of a breakdown of the administration". Charles A. Beard rightly declared that "there is no subject more important than the subject of Administration. The future of the civilized government and even I think, of civilization itself rests upon our ability to develop a science and a philosophy and a practice of administration competent to discharge the functions of civilized society".<sup>(1)</sup>

What administration is called upon to do varies with people's expectations of what they should get from the government. Under the old conception of Police state, the functions of the state were limited and confined and the relation between the citizen and the administration was only that of a servant and the master. The citizens were simply silent recipients of the orders and commands of the administrators and no humane relation existed between the two. The administrators were held in great awe and were regarded as intruders in the normal life of the people. The people also evinced little - rather negligible interest in the administrative working of the state.

The rise of democracy has changed the old conception of Police state and replaced it by a newer conception of Social welfare state. Almost all the states in the modern world, irrespective of the forms of government they have, are busy building and sustaining that universal framework of social order within which the life of man may more freely and more fully develop itself.<sup>(2)</sup> This has led to a wider range of state activities. Within the last century particularly, governments have taken up new types of obligations. It provides the working plant for the community: express and feeder highways; water, gas, electricity and other utilities; airfields and beacons; dams and

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(1) Quoted A. Lapawsky - Administration p. 17

(2) MacIver - The Modern State p. 149.

irrigation works; establishments for the production of fissionable material. It seeks to protect the population against the hazards of disease, accident, dependency, unemployment, and old age. It facilitates the business of the people by providing the market news; opening up : foreign markets, stabilizing production, educating producers', maintaining employment services and conciliating industrial disputes. It intervenes to protect relatively weak groups in the economic struggle; workers versus large employers; consumers versus monopolies; shippers versus railroads, investors versus brokers. It carries on research both for itself and its citizens'.<sup>(3)</sup>

This change in the conception as well as in the functions of the state has necessitated a change in the administrative set-up so as to conform and correlate it to the altered circumstances. The ever-growing activities of the state continue to burden the administration with more and more responsibilities and this process is bringing the administration nearer and closer the public. The public has also become administratively-conscious and those 'silent recipients of commands' now refuse to accept things as they come to them. On the contrary, they have become extremely critical-though not cooperative - of every administrative action. This critical attitude on the part of the public has made the task of administrators all the more difficult. 'On the one hand, his (administrator's) mandate is to conduct public affairs expeditiously, efficiently, economically; to carry out the will of the people as expressed in the legislative mandate under which he is acting and on the other had it is equally the role of the public servant to make the citizen feel that his interest is being regarded'.<sup>(4)</sup> But this difficulty is not insurmountable. The only course that is required is the proper adjustment of public-official relations.

The cordiality of relation between the public and officials needs no emphasis. Mr. Nehru, while addressing the Institute of Public Administration last year wisely remarked: In any state, ultimately in any democratic state, if it is properly developed, or in any public welfare state, you have to remove the barriers between the Administration and the so-called administered. The ultimate way to remove them is to make the administered themselves administrators ..... And this association of ever-larger number of people with the administration of the country - the breaking down of barriers between the administrators and the administered, and at the same time giving everybody a sense of working for common causes is a good thing, good from many points of view.<sup>(5)</sup> The officials should leave this wrong notion that they alone know, that others are ignorant and that they are what Laski called, "an oligarchy of specialists". This calls for human approach in

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(3) L.D. White - Introduction to the study of Public Administration p.5.

(4) Prof. Charles S. ASCHER's lecture - HUMAN RELATIONS IN PUBLIC ADMINISTRATION P. 5.

(5) I.I.P.A. Proceedings of the Sixth Annual Meeting, 1960 p.21.



administration. A good and competent administrator may only prove a 'flop' if he loses the human touch.

'Within the framework of western civilization, two great systems of government administration have developed. One is the Anglo-American, based on a deep-seated preference for self-government, in local communities, wide citizen participation, decentralization of authority, well established responsibility of the administrative system to the legislative body and the responsibility of officials to the ordinary civil courts at the instance of private citizen. This system prevails in Great Britain, in the Dominions and in U.S.A.

The other is the French, derived like the Anglo-American from the middle ages and formulated by Napoleon, based on the concentration of executive power, on the dominance of national over local authorities, on the professionalization of the public service and its psychological separation from the body of citizens and on the responsibility of officials to a separate set of administrative courts. The French system prevails not only in the country of its origin, but also in Belgium, Holland, Spain, Italy, the Balkan states etc.'<sup>(6)</sup> The Russians and the Chinese have their own administrative systems, keeping in view their own form of government and national habits and preferences. The Anglo-American system is generally regarded as healthier and better for its decentralization and wider citizen participation.

India stands wedded to the conception of socialistic pattern of society which, in a way, means bringing in evolutionary changes in the economic, social and political structure of society with the ultimate purpose of promoting justice. 'Not only this, it further means an order in which the sense of fellowship is stronger than individual self-seeking, in which common interests predominate over like-interests and conflicting or competitive interests'.<sup>(7)</sup> This is a great departure from the old order of things and hence calls for greater efforts both on the part of officials and citizens to accomplish it. But the administrative machinery that we inherited from the predecessor government responds to the needs of a Police state. The bureaucratic personnel and tendency at centralization during the foreign regime spread mass discontent and a fear complex in the governed. The machinery was inherently defective and designed for a different set of objectives. Extra-responsibilities and newer tasks entrusted to our care and the changed political environment have clearly revealed the unsuitability of the old administrative set-up and it is now admitted on all hands that something fundamental and far-reaching must be done for over-hauling and re-organizing it to meet the needs of changed conditions. There is no doubt that our Government is already re-orientating and reforming the administration but something vital is still needed.

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(6) L.D. White - An Introduction to the study of Public Administration p.5-6

(7) The Tribune dated 31.7.1961.

With all the small and big changes that have brought about in our administrative set-up, we must confess that we have not been able to enlist the hearty co-operation of the public. Where lies the fault - with the Administration or with the administered? - is a question of vital importance. It is vital because democracy is ultimately the government by the people and people must feel satisfied in it and important because no administration is truly successful until the great body of citizens co-operate. There has developed a general apathy on the part of public towards our administration. The public, particularly the lower and middle class in it, declare that the administration has failed to discharge its obligations and the distribution of favours still continues cementing our society. Everywhere in India, there are complaints of corruption, slackness, inefficiency and of an ever-increasing number of people "that manage public affairs".<sup>(8)</sup> The government has definitely failed to deal sternly with anti-social elements and live upto its socialist professions, to convince the people that public funds are being judiciously and economically used, to provide honest and efficient administration and suppress corruption. There has been corruption in the services is admitted by many responsible persons, though they also admit their helplessness in the matter. This helplessness is a great source of frustration to the people. The earlier we finish it, the better it is. How far the establishment of an Administrative Tribunal can help us is a polemic issue and I leave it to the readers to decide though I myself do not deny its indispensability.

Lethargy and red-tape were named as twin evils by Shri Lal Bahadur Shastri in one of his recent addresses.<sup>(9)</sup> Well, so far as these evils are concerned, these are practically universal in nature. As Graham Wallas remarked: "The World is governed by pieces of paper" to-day and they take their own time to do the work. Need it to say that we should try to simplify our official procedures in the interest of expedient conduct of business. I need hardly emphasise here that much efforts are needed on the part of Ministers to start with.

But more important and urgent than the administrative changes is the moral purification of public life, the deterioration of which constitutes a standing danger to the very existence of democratic institutions and self-government. Rome fell prey to such a deterioration and collapsed. There is a necessity of changing the hearts both of the administrators and the citizens. The officials whether in the higher or the lower ladder of the administration should develop a sense of responsibility and moral conscientiousness and "the capacity to move with millions" whom they administer. 'A wholesome public service is characterized by a high prestige, a positive morale and integrity'<sup>(10)</sup> and these are the basic virtues which an entrant to

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(8) I. Pol. Science Association Journal - p.79.

(9) The Tribune, 2nd August, 1961.

(10) L.D. White - Introduction to the study of Public Administration P.450.

the administration must possess. The citizens should also be made conscious of their responsibilities and duties which democracy and self-government places on their shoulders. This consciousness and realization on the part of citizens, I believe, can be easily infused through education. The people of this country have yet to show that they understand the implications of socialism and it is only through education that we can train the masses to develop real socialistic values. 'Citizenship has been defined as the contribution of one's instructed judgement to the public good'<sup>(11)</sup> and it is this 'instructed judgement' which is most vitally needed in our country.

In any country and more so in a democratic country, the responsibility of good and honest administration rests on the citizens. But 'responsibility is a burden which most of us do not carry well, a duty we do not face courageously. To suggest to any elector that he is responsible for the administration of his country, might make him admit that the responsibility is more than he cares to accept, and that perhaps, after all, it would be better to have dictatorship and so ease his mind. It is however, likely that he would reply that he left that sort of thing to Parliament; he might even express his attitude by saying that he helps to elect law-makers, he does not make laws. Faced with all the matters for which in theory, he should be made accountable, the average voter might well recoil in alarm, and ask despairingly: "WHAT CAN I DO ?" <sup>(12)</sup>

Let us consider these millions of "I's" in relation to democracy. Helplessly - "WHAT CAN I DO?" is a confession of failure. These millions are at once the reason and the purpose of government and they form the mathematical basis of democracy. It is these multitudes of "I's" whose helplessness is the cause of corruption and other vices in administration. Until these millions are 'be up and doing' and ready to be honest in their duty, no purifier is likely to purify administration. Liberty will not descend to a people. The people must raise themselves to Liberty. Eternal vigilance is the price of Liberty and a sleeping man cannot eat a cake. Giving an account of the vigilance of citizens in the administrative working of America, White says: "There is a readiness to resist or ignore what is thought unreasonable and an appreciation that power can readily be blunted if it appears ridiculous or extreme. In areas where the action of masses is concerned, consent becomes essential; power without consent fades into nullity and frustration".<sup>(13)</sup> In the

In the huge task of building for the future, the role of citizens is dominating because it is only through them that any work can be successfully accomplished. They must contribute and participate because the sole responsibility rests on their shoulders. The administrators are simply helpers and advisors.

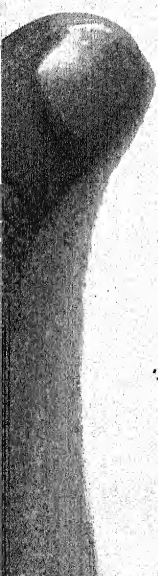
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(11) H.J. Laski - Grammar of Politics.

(12) S.H. CAIR - The Responsible citizen P-10.

(13) L.D. White - Introduction to the study of Public Admi. P-25.





# INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

## Members' Fifth Annual Conference

(August 27, 1961)

### "ADMINISTRATION AND THE CITIZEN"

BY

M.P. GOEL

The origin of administration can be traced right from the time when people lived in caves in small isolated groups. The type of administration then was as primitive as the life of the people. As we carefully look to its historical development we would discover that administrative procedures were laid as per the requirements of the society. It is a fact, however, that to bring about a change in the structure of a society or the manner in which it is governed is rather difficult as it requires a concerted effort on the part of those individuals who form the society and the force that keeps the society going by way of administrative controls.

Let us glance at the history of our social progress right from the primitive age and the corresponding set up of administrative controls then in vogue.

There was a time when an individual being physically superior would take the lead of some small groups. He by sheer force would get his orders carried out. This was administration by sword.

Later individuals being very clever took the lead by posing themselves as representatives of God and people used to obey them blindly. This was administration by blind consent.

Gradually came the Jagirdars, Kings and Nawabs who got themselves obeyed due to their might.

All these systems denote definite suppression of individuals and mass exploitation for the benefit of relatively a very few privileged people. These were very undesirable features of the then existing society and their administrative controls.

As the society progressed and men became more conscious of their rights marked changes slowly manifested themselves. In a welfare state or a socialist state or a democratic state based on either parliamentary or panchayati raj system the administration has to be designed to assist the citizen in discharging his obligation towards the nation in an efficient and befitting manner. Any enduring society, any continuously productive industrial organization, must be grained upon a recognition of the motivating desires of the individual and of the group. The association of the citizen with the administration

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and vice versa has to be well-knit for better and fuller understanding so as to give a healthy growth followed by even lasting results.

In the recent past we were ruled by the administrators which meant we had to obey them irrespective of our feelings. Then we were dependent on their charity, personal whims and fancies. Today we depend on our own creative and productive efforts for the common benefit. It is a complete change in our thinking, attitude and working. The administration has to cope with this change and has to guide the common efforts of all individuals who are possessed with a common desire to make their society a better place to live.

As such we should not ignore any administrative set up howsoever insignificant it may be connected even with the smallest organization as it directly or indirectly affects the country and its citizen. It is just like the importance of even a small little screw in a giant machine the absence of which may render it unserviceable.

It is, therefore, desirable to view closely the various modes of administration usually present in a country with developing economy and as such linked up with each other.

(i) Government administration associated with the sole purpose of implementing various policies laid by the government.

(ii) Govt. administration associated with the sole purpose of safeguarding the law of the land.

(iii) Govt., semi-government, or private administration (legally or socially recognised) associated with the purpose of producing wealth for the nation and assisting its citizen in meeting his daily needs.

(iv) Govt. or miscellaneous administration associated with all such agencies which are meant to look after education, welfare and conveniences of the citizen.

Of all the above administrations it is the third category i.e. administration associated with the production of national wealth, that deserves maximum consideration and attention. Because if the national wealth is not produced adequately the necessity of other modes of administration may not arise and even if it did such an administration was bound to be unstable. This, however, does not mean that the other types of administration could be neglected but certainly they could be given a little lesser emphasis.

Now we shall dwell upon those administrative set up which are associated with the purpose of producing national wealth. It is under this mode of administration that we come across maximum activity of an individual. It is a fact that each and every individual becomes more and more productive in a group situation when there is ample opportunity for individual expression and development.

If we study an organization with due emphasis on its management principles we will see clearly the relationship of administration and the citizen in a planned society. It is similarly pointed out by Mr. F.W. Taylor who says that 'the fundamental principles of scientific management are applicable to all kinds of human activities - from our simplest individual acts to the work of our great corporations'.

In a developing economy where people of our country are determined to hammer out a political, industrial and economic order in which individual men - all men as individuals - should be capable of living and working in dignity, freedom and self-respect with an adequate opportunity for the realisation of their full potentialities as human beings - things could be done efficiently if we had a proper approach to them.

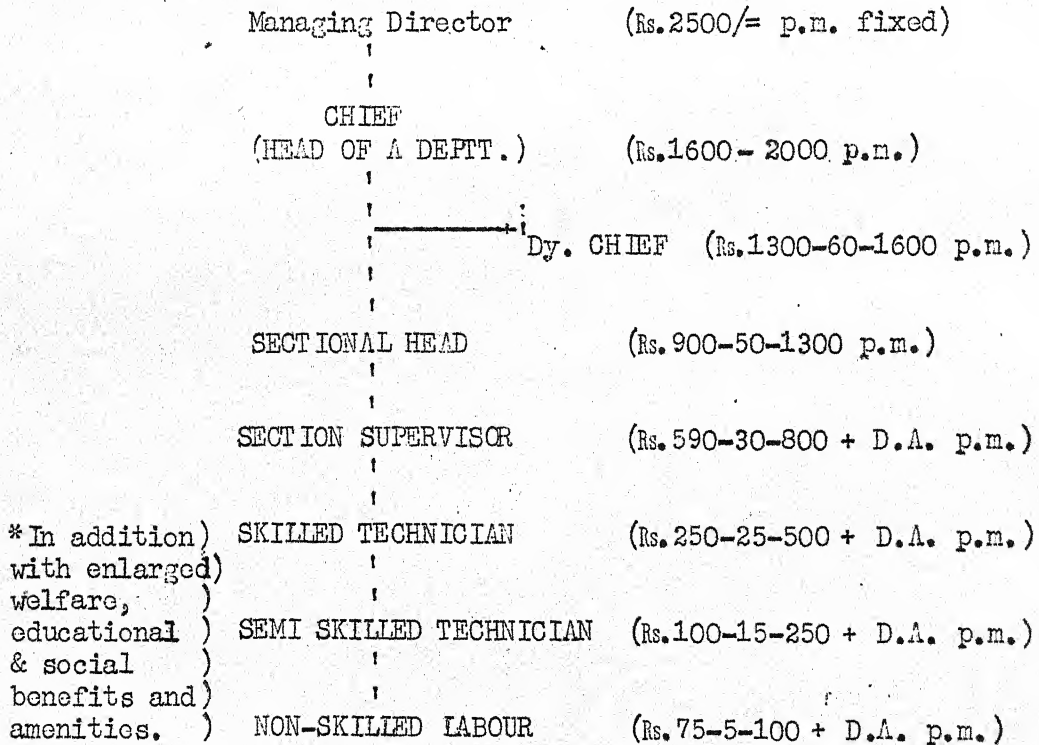
It is the purpose of this paper to indicate how this approach should be devised so as to keep the basic principles of democracy in tact and infuse in our people a desire to give out their best for the production of national wealth more and more which alone can solve all our problems for good. Broadly we can serialize the basis of approach as:

(a) proper human behaviour and human relations - we must realize now that we are talking to or negotiating with respectable citizens of a free country and not slaves. We have to change and adjust ourselves accordingly. Normally one may be a sympathetic, kind and understanding officer but if situation demands one must not hesitate to be firm. It is just like a father trying to tackle his son by persuasion, love and affection but even then should the child insist it may become imperative to punish him.

(b) Sincere and correct attitude towards fellow workmen to avoid distrust and to foster better feeling and mutual faith - It is a matter of your correct and clear cut approach towards the worker which may determine his attitude towards you. One must be genuinely sincere in his approach and not a hypocrite. If you trust your worker he very likely to repose all the faith in you and that alone would create a proper understanding, nice and healthy atmosphere quite congenial for efficient working.



(c) Simple organization to give each worker his due share of respect, responsibility and power - The structure of the present day organizational set up in our industries is rather flimsy and complex resulting into delayed and uneven actions. I remember an expert remarking, - 'In India we have modern plants and machinery but manned by ancient people'. This is a fact which is well illustrated by the production results of some of our modern industries. I offer a very simple organizational set up for the learned consideration of this august body.



This set up can well afford to give the worker due respect, responsibility and power. Respect begets respect and the responsibility makes you work. Authorities like Mary Parker Follett and Ordway Tead have elaborately emphasised the necessity of giving the worker his due.

Self-respecting, self-propelling, self maturing individuals are those who make the most productive workers.

If we believe that what heightens self respect increases efficiency - we should be on our guard here.

It is the assumption and attitude of responsibility that propels an individual to action.

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Persons have to recognise obligations and responsibilities to productive and amicable collaboration.

It seems obvious that we should encourage all the 'power' which tends to increase pride in craft skill.

Interest, responsibility and power are indissoluble partners.

(d) proper job specifications and selection standards for a uniform approach - with all earnestness and sincerity of purpose we must lay down proper job specifications and selection standards in addition to an all-India pattern for promotion and selection rules to be stuck to quite reasonably. It may not be out of place to cite an interesting analysis relating to this aspect of our industrial set up. As an Engineer in the industry now for sometime I can say that there is not so much of dearth of technical personnel as is generally spoken of. Even if it may be there the fault is entirely due to wrong approach. As people employed in public undertakings till recently were not allowed to apply elsewhere, this created an artificial gap in the sense that at some places there were Engineers under employed with all their experience and qualifications when at other places much less experienced Engineers were very well employed. This motivated the 'flight of technical personnel' from public to private undertakings since this did not require the applications to be forwarded through proper channel. Later they returned to public undertakings with a bargaining position because normally private undertakings pay very well to a suitably qualified and experienced Engineer. Several such instances may be found by Dr. H.K. Paranjape who has undertaken to study the various aspects of the 'flight of technical personnel'. (IIPA Newsletter May 1961)

(e) good working conditions with maximum possible freedom to work, amenities and adequate welfare of workmen - Here, again we may quote extensively in favour of good working conditions etc. The workers should be advised on the value of system in daily life as well as at the work place. There must be sufficient freedom for personal initiative and sharing in the results of such initiative.

(f) Commensurate salaries corresponding to our desire of evolving a socialistic pattern of society - I doubt if anyone would feel otherwise about this aspect in particular as it helps improving the general standards of living and create better citizens.

\* (Illustrate organization chart on page 4 with proposed pay scales)

Equipped with this background we can reasonably say that an administrator has to be a good citizen first. And a good citizen is

one who is conscious of common good - endeavours to help build a better society by his creative cum constructive effort. As his is not to be an **isolated** adventure he should not think in a purely selfish manner because that is likely to affect his group effort.

Subsequently an administrator is a guide, leader and controller of group efforts for some common goal. This would require a wholesome personality because sound leadership is now plainly dependent upon statemanship - a statesmanship which in its highest sense is a standard for measuring the conduct of those who have responsibility for the activities of other people.

The qualities of a successful officer are negotiating ability rather than highly developed capacity to command; the possession of a broad range of practical knowledge rather than specialized expertness in one field; patience and persistence rather than a tendency towards quick and fixed decisions; a willingness to remain in the background, rather than a desire for personal prominence, loyalty towards the policies and views of superiors, rather than insistence on one's conclusions or recommendations. Such men can be found amongst good citizens; and in the conduct of administration they are invaluable.

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# INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

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(August 27, 1961)

"THE ADMINISTRATION AND THE CITIZEN"

Paper by

Davendra Pal Verma

It is contended that people living under different constitutional set ups exhibit different attitudes towards the administration. According to Heine monarchical populations instinctively trust their civil servants and repose faith in their qualities of head and heart. In republican countries, people instinctively mistrust power and regard their public servants with a certain degree of antipathy. "In these countries authority is the enemy, always trying insidiously to capture new outposts".

Brian Chapman has rightly pointed out that a country's view of public administration reflects its underlying philosophy of society and the State. But a people's attitude to administration can also be conditioned by history and this is true to a great extent as far as our people and our administration are concerned. The modern structure of administration in India was built by the British during the course of their long rule over this country. Their's was a despotic rule, the administration vielding enormous power in the interest of order and tranquility only. Their concern was "to prevent war and domestic strife, to keep famine and pestilence at bay, to let wealth grow naturally in the hands of the people ---- ". For all that this administration accomplished, it was not answerable to anyone in India. The traditions of public responsibility were not established during this long period when this steel-frame administration worked to preserve the British rule in this country. But it must be conceded, without the slightest hesitation, that the civil servants of those days - the administrators - did establish some of the highest traditions of honesty, efficiency, integrity, fair play, and justice; a clean and uncorrupt administrative machinery was one great boon bestowed by the British on us. Though the administrators, of those days were exposed to the temptations of unbounded power, they, more or less, maintained high standard of integrity, efficiency and public virtue. However,



the public services of those days were associated in people's mind with a concept of British despotism in India, and so a strong under-current of antagonism toward the administration ran across the length and breadth of this vast land. The British administrator in India was respected and feared, and admired for certain qualities of character but as he represented a power-concept, people did not pin their faith in him for bringing a change for the better in their conditions. He was the symbol of the statusquo and so a chasm between him and his subjects.

## II

With independence, the whole situation has changed; the subjects' acquired the status of citizens and this change called for a complete re-orientation of relationship between the people and the civil servants. The partition of the country resulted in a lot of administrative disorganisation but within a very short span of time, the new Government was in a position to re-organise the major services; the cracks in the administrative structure were well filled; new cadres succeeded the old ones. The old order represented a rule from above by a selected aristocracy who believed they were acting disinterestedly for the general good. In the new set-up, the administrative services came to be socially broad-based. The higher services ceased to be the monopoly of the upper-middle and aristocratic classes. The constitution guaranteed equality of opportunity to all citizens in matters relating to employment or appointment to any office under the State; it assured that no citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them be ineligible for, or discriminated against in respect of, any employment or office under the State. Thus a larger section of the Indian citizen has come to be represented in our administrative services. This is a great advance from the previous position and has perhaps been responsible for narrowing the gulf between the two. Though it is true that our administration, even in its higher cadres, represents the cross-section of Indian society, the ordinary citizen still looks at it with suspicion and distrust. The reason perhaps may be found in our very character. We are a traditionalist people. We viewed our old administrators as authoritarian bureaucrats, as "barra sahibs", as

dispensers of mercy. This attitude, though greatly whittled down, still persists. The Administrators, also being part of the same social set-up, stick on and cling fast to the old bureaucratic traditions laid down by their predecessors; a great majority of them exhibit aristocratic pretensions and a marked degree of ostentation. It is a pity that the modern Indian administrators do not regard themselves as ordinary citizens of the country. They continue to remain rather aloof, viewing themselves as guardians of the public interest. The past mystique remains, though the climate has changed. And so the distrust of authority.

Another peculiarity of our administrative system is that those who are engaged in the so-called public service are not enthused by any idealism, by any thrill of reaching a goal. This may again be regarded as the hang over from the previous regime. But the tendency to find excuses for our present ills, with a view to absorbing ourselves, will not lead us anywhere. We should have the moral courage to own our faults even though the past may have some bearing on them. First of all, our administrators lack faith in the democratic ideal itself. It is perhaps a wild charge. Can be! Working under a politically democratic set-up does not by itself mean that the 'engineers of administration' have imbibed the democratic spirit. It is only the ordinary citizen who can testify their conduct - for it is the wearer who knows where the shoe pinches. If every our civil servants were inspired by the high ideals which we have set before ourselves, we would never have heard any complaints of falling standards of administration, of lack of integrity, of corruptibility and the like. No goals are attained by dubious routes. Only a handful of individuals in our public life are inspired by and aspire for the realisation of democracy. In democracy individuals are regarded and dealt with as ends, and the dignity and worth of each individual is respected; a conscious and concerned effort is made to help him realise his personality to the full. It is hardly possible to believe that our civil servants during the course of their public functions are inspired by such thoughts. No one wishes the administrators to be doctrinaires. There are enough of these in this land of 'thinkers'. But to experience the thrill of reaching a certain goal is something else and the administration in India precisely lacks this thrill. The British and the French are proud of their services - may be for different reasons. We have to cover a long way, before we reach that stage.

III

There is a growing feeling among the citizens that our public services succumb to the group pressures and that sometime these are manipulated for party and private advantage. A feeling persists that our higher officers are easily accessible to men of influence and means. To a great extent it is true. If nothing else, this creates a valid suspicion in the mind of the common man that the privileged few in society can manoeuvre things to their own advantage. What has been said for justice is true for administration also. An administration should not only be just and impartial but it should appear to be so. If the situation is to the contrary, people develop a cynical attitude toward it. Some such thing is being experienced in India to-day. As far as the charge of administration being manipulated for party advantage is concerned, there may not be much truth in it. But one thing is sure. Today's administrators lack that spirit of fearlessness, of forthrightness, which their predecessors possessed. It is true that the minister is responsible for policy formulation and that the administration is concerned with the task of carrying out that policy. But, as students of Public Administration we know, this all is not so simple. Policy formulation and policy execution, these both call for a closer co-operation between the two halves of government. And today particularly, the administrator plays a bigger part than that is ordinarily attributed to him and in the present conditions, it should be as it is. There is only one danger that lurks large here. If to further his own selfish ends, he takes on to appease his political master, right or wrong, the public interest will suffer. And such a phenomenon is not unusual in our country now. A bold and straight-forward administrator, one who can take his stand, one who can speak his mind clearly before his superiors is a definite watchdog of the interests of the people. But perhaps these days, such qualities are not appreciated at higher quarters and so our civil servants have come to practice the maxim: discretion is the better part of valour. This puts them firmly in the saddle and opens the door of better avenues for them. But the interest of the people demands that the civil servants must not be completely subordinate and must resist political interference.

Our administration suffers from another drawback. It has failed to establish wide contacts with the people. The functioning of the Public Relations Department leaves much to be desired. It appears that those who are put at the head of these departments - particularly in the

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districts - lack any understanding of the way in which they are to fulfil their functions. Mere distribution of literature issued from the headquarters, and the at - random tours of villages to exhibit the newsreels produced by the Government and certain similar acts do not bring the administration and the common man in closer contact with each other. These are sometimes taken for as mere propaganda. The real purpose of establishing contacts with people is that they should feel that they too are the participants in the common venture of reaching the goal that the society has set before itself. In our country a complaint is usually made that people have developed the tendency to look to the Government for even smaller things and that they show a lack of initiative on their own part. True, but perhaps this is due to the fact that they find themselves to be mere spectators of all that is happening. The administration with its arrogant disposition has failed to take the people into confidence.

The role of the citizens is no longer limited to casting their vote every five years and then fading out of the picture. Today it is being increasingly realised that the citizens must actively participate in the matters that concern them so intimately; only by this can they ensure the administration to be efficient and democracy to succeed. Departmental policies and programmes can be effectively worked if explained properly to the people concerned. Where the active co-operation of the people is needed in, for example, B.C.G. Vaccination campaign, an effort to reduce railway and road accidents, production of more food and other crops, prevention of food adulteration, suppression of social evils like untouchability, dowry and others, and an effort to clear the slums, not only must the departmental aims and methods be properly explained to the people, but they should be persuaded to give proper response without which such programmes attain little success. As Robson points out: "The public should be kept regularly informed of what departments are doing - the results they have achieved, the difficulties they have encountered, the shortcomings they have experienced and also the mistakes they have made - frankness and the acknowledgement of error is a sign of strength, not of weakness."

The poor results in many of our welfare administrative activities are to be explained to this lack of co-ordination and co-operation between the citizens and the administration. Perhaps democracy in its classical form still survives in our country.

The civil servants, on account of their high education and training, and the social status that they occupy can really contribute a good deal to the removal of many a social ill from which a society like our's suffers. Take one typical example. The theory of administration harps on the tune that civil servants execute the policies laid down by the ministers. In certain states of India 'prohibition' has been introduced and it is the intention of the Union as well as State Governments to extend it to the whole country. But most of our higher civil servants do not accept the tenets of this policy. We are not pronouncing any judgement on the soundness or otherwise of this policy nor are we concerned with the conduct of many a civil servant who violates this law. We are merely pointing out the discrepancy between the policy and the conduct of those who are engaged in the administration of it. Law does not apply only to the common man. If the civil servants remain outside the purview of such social laws, the people too devise means of escaping from them. Acceptance of dowry is another point that needs to be noticed. This is a widely prevalent social ill. And the higher the official status of a bachelor, the greater is the demand for 'bride-price'. Here the civil servants, by their own exemplary conduct, can exert a tremendous influence on the minds of the conservative and orthodox people. They can be the leaders of a great social revolution, making some abiding contribution to the society. The young administrators without making any fuss of it, can certainly earn the society's gratitude. Youngmen know the black-spots in society and they possess the instinct to improve matters; they can surely be the precursors of change.

#### IV

The theory of legislative responsibility of Government is one of the fundamentals of parliamentary system. But the whole affair has considerably weakened - the initiative has almost slipped into the hands of the executive. According to many eminent thinkers this situation has led to the rise of despotism. Even if it is not so, and even if the balance has not tilted in favour of the executive, as far as the citizens are concerned they feel quite sceptic about this concept of 'responsibility to the legislature'. And why should administration's responsibility to the people travel through circuitous routes.' Why cannot it be direct and immediate? The administrators in the district, or its sub-divisions look up the State headquarters; they feel

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that they are responsible only to authorities in the upper hierarchy. In their entire sphere of administrative activity, they come into closest touch with the people living there, but are not responsible to them. Their responsibility, in an ascending order first reaches the top and thence it flows down. It is not being suggested that the districts become self-sufficing and autonomous units of administration. The plea only is that in the matter of implementing the policies of the Government increasing and active association of the citizens should be secured and this can become possible only when the administration at these levels is made responsible to the citizens. The old idea of governing or ruling should be obliterated from the minds of the administrators. They should feel to be partners in the common task of improving and enriching the life of the community.

In a democratic administration, feudalistic concepts should not find any place. During the British regime the administrators, particularly the district officers, were flattered by the use of such terms as "ma-baap". It was a matter of pride for them to be so regarded; they regarded it as a great tribute paid to them by their subjects. Today this "ma-baap" concept must disappear from our administrative scene. Most of our administrators in the districts perhaps still parade themselves before the people in the old role; the poor, innocent and illiterate villagers and others are not conscious enough of the fundamental change that has taken place in the individual-state relationship in our country, particularly since the advent of the Republic. It is a pity to see the ignorant citizens appearing before the administrators, hands folded and half-bent presenting their petitions or grievances. The administrators assume the role of superior beings, with some arrogance in their tones and pride in their eyes. At such a time one wonders if the concept of popular sovereignty has any real meaning - more so in our country. Many a times, our Prime Minister has told the people to conduct themselves in a dignified manner; he has shown his utter dislike for such habits as of touching the feet. Those who occupy high administrative positions can take a clue from this and help people in realising and understanding their status and position. The administrators have every right to expect the ordinary courtesies from those who come to them but no more than that. The use of the words 'Hazoor' and 'ma-baap' and 'Malik' should be discouraged. These terms smack of slavery, of master-slave relationship. The administrators by being helpful can dispel the scare from the minds of the common and innocent citizens; the former can positively

help the latter to develop a sense of self-confidence in themselves. Formalities are necessary in every sphere of life and more so in the administrative sphere but helping the citizen to gain confidence in no way is contradictory to the observance of proper formalities. Here one more thing may be pointed out. The routine and out-dated manner in which communications are addressed to the citizens also needs a good deal of change. The old style of addressing the citizens is no longer suited in the present context. The administration should address the free citizens with a great degree of politeness; harsh and authoritative temper of the communications is not conducive to the promotion of better understanding between the two.

Administration in India has earned a great reputation for providing secure and stable conditions, and this has been an asset to us, for we are engaged in the task of building a new social order. But with every increase in the activities of the welfare state, the citizens are experiencing more and more of interference with their daily life. The growth of the social services inevitably leads to the growth of the bureaucratic machinery. The common man who has to deal with a host of petty and big officials, fills innumerable forms and copes with a maze of laws, rules and regulations that continue changing every now and then, finds it extremely difficult to defend himself against abuse of power. There is a great need for devising some suitable machinery to protect the citizens against misuse of bureaucratic power. Complaints about abuse of authority are widespread. Public confidence has suffered a set-back. It is high time that such a situation is not allowed to drift along. A democratic order and a clean administration must go hand in hand. People feel the need of an inexpensive institution in the Union, in the States and finally in the districts to which they can go with their genuine complaints against the authorities.

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# INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

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(August 27, 1961)

"THE ADMINISTRATION AND THE CITIZEN"

Paper by

R.J. Kolhekar

So close is the relation between the administration and the citizen that as there cannot be a train without carriages and a family without the constituent members, there cannot also be an administration without the citizens - its indispensable constituents. Administration, thus, necessarily presupposes the citizens. Their relation is not only close but reciprocal. Administration, in fact, is a self-imposed and voluntarily constituted organ created by men for their well being and welfare inherently, when they are otherwise engaged in their diverse personal pursuits and activities. It is entrusted with matters of general interest of the people tending to common good of all. It is, thus, a trustee and a citizen is its beneficiary.

As an organisation constituted for the good of the community as a whole, an administration is, in essence, for the citizens and as such benefit and welfare of citizens is its fundamental function. All its activities, therefore, need to be so directed that they necessarily tend to the welfare of the people. The very word 'administer' connotes "giving" and "conferring". Those to whom the administration must "give" and "confer" the benefits, are the citizens, its beneficiaries.

Though the aim and object of an administration is to give and confer benefits on the people, there is such a mutual inter-relation between the two that without their co-ordination and co-operation no administration can function smoothly and efficiently. Nay, the very success of administration, I should say, depends upon this co-operation and co-ordination.

The objective of an administration, thus, being to secure the fundamental rights of the citizens and look after the welfare of the society as a whole as well as its constituents, its activities must be planned and directed to attain the same. In order that it may be effectively and efficiently achieved, it is of utmost importance that every constituent also should help the administration with a singular sense of understanding, responsibility, and reciprocity.

Just as there is an obligation on the part of an administration to look after the welfare of the people, the people also have an implicit obligation to behave in such a way as to help the administration in attaining its ideal.

It will be admitted that the administrative organ is inherently the creation of the society of citizens who, through a sense of safety and security, have entrusted to it the function of looking after their welfare and

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safeguarding and securing their rights. This eventually means that just as the administration has some definite duties and functions to perform in the interest of its citizens, the citizens also have some duties enjoined on them to help the organ in attaining its objective.

In practice, however, it is found that this outlook of a sense of responsibility and duty is entirely lost sight of by the citizen in his enthusiasm to insist on, enforce, and secure his individual rights and benefits. In the body politic, an individual is so engrossed in his personal pursuits that he is entirely indifferent to and ignores his duties and responsibilities towards the administration which has to secure the fundamental rights of all the citizens and work for their common good and welfare. He even forgets, for a while, that he is a constituent of a society and has also to respect the rights of his fellowmen and must have regard for their welfare. By his selfish behaviour he, thus, impedes the smooth administration and indirectly defeats its object.

Instances are not wanting to show how the citizens themselves not only do not help the smooth functioning of an administration but impede and frustrate its working by their selfish and irresponsible conduct and behaviour. In every day life, right from matters of personal hygiene and sanitation of the areas in which we live, to the use of the public property managed by the administration we find an absolute lack of the sense of responsibility and duty in a large majority of the citizens. Few understand that this want of sense of duty and responsibility is in itself responsible for the unhygienic conditions of the localities, public nuisance and public inconvenience in areas in which they live. When even consequent on their own personal irresponsible behaviour people are confronted with public nuisance and inconvenience they ultimately blame the administration for neglect of duty and raise a hue and cry against the administration, though the situation is more often a creation of their own. Insanitation, public nuisance and inconvenience caused by loss of public property like public taps and consequent waste of water as well as waste of public money in restoration of the lost property and damage of public property are some of the very common instances of this want of sense of responsibility and regard for public property. Public use of public transport will also contribute numerous instances to prove this beyond doubt.

This irresponsible behaviour of the public has in fact its beginning in the very places where we learn our lessons in civics and civic sense in our early years. The education at this stage is more of a spoon-feeding nature and academic value and does not seem to have any co-relation with the actual practical life, either at school or outside. The environment around is equally sympathetic with the state of affairs. The sense of indiscipline and lack of civic sense in the right perspective have become more acute in the general public with the result that we find profuse want of co-operation and co-ordination between the administration and the citizens. It is unfortunate that this trend is not invisible even in many concerned directly with the task of administration. It is, therefore, equally important that the administrators also should inculcate and cultivate amongst themselves

a keen sense of duty lacking miserably at all levels. Selfishness, nepotism, self aggraindisement, corruption, and exploitation are conspicuously responsible for the want of confidence and respect in the citizens for the administration. Demoralisation of any kind thus, needs to be seriously and ruthlessly discouraged and eradicated also on either side.

Being for a long time under a foreign rule and trained in discipline of civil disobedience for some time during our struggle for independence we have perhaps unlearned many of the good ways of behaviour of the real "Ram Raj" of the "Epic Age" and have been very much accustomed to think of our own administration as "foreign" looking through a narrower outlook of party politics.

Introspection will convince that even after more than a decade of our independence we have really not progressed much though we have always presumed to have done so. Shall we go on in this way? Shall we then stand still and fold our arms in despair? No. The thought should only stimulate and urge us on to do what we can, to attain our ideal of "Ram Raj" and welfare state, - our rosy ideal. How this lost outlook of a real sense of duty and responsibility is to be regained is, no doubt, a paramount question. The solution, however, is not very difficult to find if we only introspect.

As constituents of a free Nation we must train our citizens in the art of civic life. Education of the people as a whole is, thus, a matter of primary and utmost importance. I do not want to say that literacy is now so much wanting in our country. Literacy and scholastic education are no doubt developing quite satisfactorily; but side by side with literacy and education of the children, there must also be an intensive effort at education of the people in general making them conscious of their rights as well as their responsibilities and duties towards their own people, of which the administration is a trustee.

With the modern means of propaganda mass education of the people for making them conversant with their rights and conscious of their obligations towards the people as well as the administration is not at all difficult. We have to and must necessarily convert our public platform into a forum of civic education of the people. Our broadcasting centres and film industries instead of being mere means of recreation and fraudulent as at present, with the objective of getting a money return for the treat, must now be utilised intensively and extensively as media of civic education of the public.

It will not be out of place to mention here that training of the administrators - I mean the peoples' elected representatives - in the art of administration and in the knowledge of the laws and working of the administration is also equally important and necessary so that they may be in apposition to discharge the trust imposed on them more efficiently.

This done, it is not at all difficult for us, to my mind, to regain our "LOST PARADISE OF RAM RAJ" and establish a real welfare state - our long felt dream. We have the tradition of being the torch bearers of a Culture which has been a universally acknowledged characteristic of our country. What is really needed is a sincere urge in the direction on the part of all concerned.

